DOCUMENT RESUME

ED 023 227 EC 002 646

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Cooperative Programs in Special Education.

Council for Exceptional Children, Washington, D.C.; Department of Rural Education, Washington, D.C.
Pub Date 64
Note-67p.
Available from-The Council for Exceptional Children, NEA, 1201 Sixteenth Street, N.W., Washington, D.C. 20036 ($1.75).
EDRS Price MF-$0.50 HC Not Available from EDRS.
Descriptors-*Community Programs, Comprehensive Programs, Cooperative Education, Cooperative Programs, *Exceptional Child Education, Gifted, Handicapped Children, Incidence, Interdisciplinary Approach, Program Coordination, Program Descriptions, *Program Planning, Public Schools, Shared Services, Special Programs, *State Programs

Representative approaches used in programs in special education in the United States are presented. An overview is given of the types, definitions, numbers, and prevailing practices for serving exceptional children in the public schools; various approaches to developing area programs (contracting for service, organizing a special district, and developing an effective intermediate unit) are discussed. Specific cooperative programs described are joint agreements in Illinois; intermediate school districts in Michigan; the program in Oakland County, Michigan; cooperative programs in California; southwest school districts of Los Angeles County; the program in Orange County, California; and the boards of cooperative educational services in New York. Also considered are the Special District for the Education and Training of Handicapped Children of St. Louis County, Missouri; and the multicounty unit plan in Iowa. A list of 12 resource materials is included. (DF)

COOPERATIVE PROGRAMS IN SPECIAL EDUCATION

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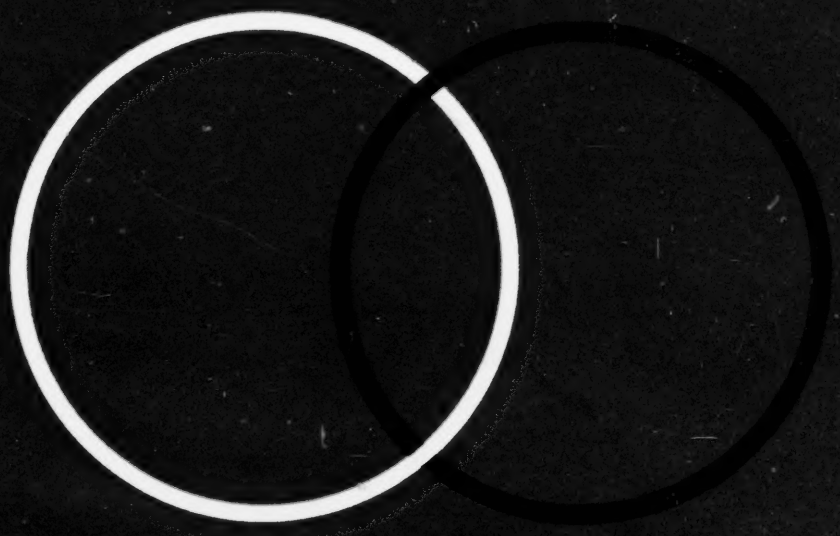
RC 002 446



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Cooperative Programs in Special Education

Editors

F. E. Lord

Robert M. Isenberg

A joint publication
of The Council for Exceptional Children and the Department of Rural Education, National Education Association

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1201 Sixteenth Street, Northwest, Washington, D. C.
Library of Congress Catalog Card Number 64-22298

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Foreword

Special day classes for handicapped children within the public school system came into existence before the turn of the twentieth century. By 1920, there were one or more examples of most of the types of special classes which we have today. These classes sprang up in the larger cities of that period, such as Chicago, Boston, and New York.

These early classes were no doubt the direct result of the grading of the American school system which became fully established by the turn of the century. Soon after the Civil War the eight grade elementary school was the common practice. The logic for the grouping of all retarded children in a given school into a special class is not different from the rationale behind the grouping of eight-year-old children into a third grade. If a city found itself with ten deaf children, the established system of grading for normal children was a ready-made device to start a special class.

Another stage in the development of special classes came with the introduction of state subsidy to assist with the extra costs. Examples of state reimbursement existed before 1900. After World War I, some midwestern states were reimbursing classes for crippled children, the blind, partially seeing, and deaf. By 1949, 34 states had authorized special reimbursement for one or more types of programs. Twenty-two states had such provisions for both the physically handicapped and the mentally handicapped.

The final stage of development came with the establishment of a state system of reimbursement for a comprehensive program and state leadership for special education. According to information supplied by the Division of Handicapped Children and Youth, U. S. Office of Educa-

tion, every state now has some legislative provision for exceptional children. There are funds available on a state-wide basis in every state to aid exceptional children. In some states, this budget involves millions of dollars; in others, it is a very small amount.

It has been recognized that in our system of district-sponsored programs in special education less than half of the exceptional children of a state are in reach of services. The major challenge to administration is to organize services to reach the maximum number of children. This challenge becomes very real as one tries to bring services to relatively few and isolated exceptional children. Some type of cooperative interdistrict plan is necessary for relatively small school units.

This bulletin describes some representative approaches now being used in the United States. All of these plans spring from the needs of small districts to operate joint programs. Chapter Two provides a broad look at the concept of interdistrict services in the United States. The remaining portion of the bulletin is devoted to descriptions of representative cooperative programs.

F. E. Lord

1

The Exceptional Child in the Public School

F. E. LORD

The term exceptional children has been established in professional literature as a general descriptive classification for all children who deviate sufficiently from normal children to require special class instruction, supplementary instruction, and/or services. The deviations may be grouped into three major classifications: (a) mental (retarded or gifted); (b) physical (crippled, visually impaired, hearing impaired, and speech handicapped); (c) emotionally and/or socially handicapped.

Gifted. There is a wide range of definitions of giftedness and a great variation in how the schools select and group these children. Gifted children have been grouped primarily in terms of possessing a measured high level of intelligence—an IQ of 125 or more, for example, in Cleveland, Ohio. In recent years, some schools are providing special programs, not always special classes, for the academically talented who constitute the upper 10 to 20 percent.

Portland, Oregon, in its extensive program provides special services for 15 to 20 percent of the children possessing one or more special talents. Special interest groups at the elementary level include science, creative writing, mathematics, art, music theory, typing, creative ability, and social leadership.

The flexibility of scheduling at the high school level provides opportunities for a great variety of services. Consequently, groupings are made in terms of the types of services provided—honor classes, special interests, etc.

Retarded. Retarded children who are served by public schools are usually classified in either of two major groups—educable or trainable (severely retarded).

The educable retarded children are those with established retardation approximately within the 50 to 75 IQ range. The severely or trainable retarded children have been defined as possessing IQ scores

between 30 and 50. There is an increased interest in redefining these limits to an IQ range from 60 to 80 or 85 for the educable retarded and from 40 to 60 for the trainable retarded. It is generally recognized that the latter limits provide more effective grouping for instruction. However, factors in addition to intellectual level are considered in making class assignments.

Crippled or Orthopedic. This category includes a wide range of disabilities, such as cerebral palsy, poliomyelitis, congenital deformities, muscular dystrophy, cardiac conditions, tuberculosis of the joints, etc. However, cerebral palsy alone accounts for over one-third of the children enrolled in special classes. Until recent years, almost an equal number were crippled by poliomyelitis. Sometimes within this category one finds children with special health problems or children of lowered vitality. These children have allergies, problems of nutrition, or health conditions which seriously limit their vital capacity and growth.

Deaf and Severely Hard of Hearing. Children so classified have moderate to profound hearing losses and require special instruction in speech and language. The loss is sufficiently severe to require the services of a special room for the entire day or major portion of the day. Of the children being served by public facilities, more than one-half are being educated in public residential schools.

Speech Disorders and Hearing Loss. Speech difficulties include disorders of articulation, disorders of voice, stuttering, delayed speech, cleft palate speech, cerebral palsy speech, and language disorders related to neurological impairment. Speech therapists in public schools frequently serve children with mild to moderate hearing losses in addition to children whose difficulties may be classified according to the speech disorders listed above. On a national basis, approximately 90 percent of the children in this entire category are classified as speech defective without hearing loss, and ten percent are primary cases with a hearing loss.

Visual Impairments. The children in this category are divided for instruction primarily on the basis of their educational needs in relation to their loss of sight. The blind includes children who need braille as a medium of instruction and who, in general, have visual acuity ratings of 20/200 or less in the better eye after correction.

The partially seeing child has sufficient vision to use texts or other material in large type, and his acuity is usually within the zone of 20/200 to 20/70 in his better eye after correction. However, visual acuity *alone* is not the criterion for class assignments. Many other factors are considered. In fact, many children classified in the "blind" categories are

actually using some printed material within our schools. There are a number of aids which enable such children to use selected materials effectively.

Behavioral Deviations. Children in this large and often poorly defined category have at least one major problem in common—difficulty in adjustment in school or home or both. The degree of maladjustment and probable causes vary greatly. In some cases, schools include children who are judged to be delinquent by law, and in other cases, the schools are primarily interested in the less severe cases.

Incidence

The size of the educational program for exceptional children is often described in terms of the incidence of each subgroup. The numerical ratios never reflect the true dimensions of the problem since some handicaps present more serious instructional problems than others. For example, a deaf child creates a greater educational problem than a partially seeing child. Furthermore, the multiple handicapping of the cerebral palsied child is more difficult for the school than a minor speech defect of an otherwise normal child.

There is considerable difference of opinion relative to incidence of each disability due to variations in definitions and judgments regarding marginal cases. The most frequently quoted incidences are those supplied by the U. S. Office of Education (Mackie, Williams, and Hunter, 1963) which are shown in Table 1. It will be readily noted that children who are mentally retarded and those who have speech defects constitute approximately one-third of the total.

In 1958, the U. S. Office of Education conducted a survey which included the reporting of children enrolled in special education programs in local public school systems. The results of the survey have been published in *Statistics of Special Education for Exceptional Children and Youth, 1957-58* (Mackie et al., 1963). The following instructions regarding terms were used as a guide to those participating in the survey:

Blind—Use the state's legal definition.
Speech impaired—Include only those receiving special corrective work, not those in general speech improvement classes.
Crippled—Include cerebral palsied.
Special health problems—Tuberculosis, epilepsy, cardiac, and other below-par conditions.
Socially and emotionally maladjusted—Include delinquent.

Mentally retarded—Upper range, approximately 50-75 IQ; middle range, approximately 25-50 IQ. Do not include children in slow sections of regular grades.

Mentally gifted—Include only those in special schools or classes, not those in high sections of regular grades.

The differences between the estimated incidence of exceptional children and the reported enrollments are exceedingly great. The survey report shows an enrollment of 889,560 in local public school programs. The distribution is shown in Table 2. Specialists in the field believe

TABLE 1

Estimated Number of Schoolage Children and Youth in Need of Special Education, by Area of Exceptionality United States,[1] 1957-58

Area of Exceptionality	*Estimates of Prevalence*[2]	*Estimated Number of Schoolage Exceptional Children*[3]
Total	12.468	5,209,400
Blind	.033	13,800
Partially seeing	.06	25,100
Deaf	.075	31,300
Hard of hearing	.5	208,900
Speech impaired	3.5	1,462,400
Crippled	1.0	417,800
Special health problems	1.0	417,800
Emotionally disturbed or Socially maladjusted	2.0	835,600
Gifted	2.0	835,600
Mentally retarded	2.3	961,000

[1] Includes 48 States and the District of Columbia.

[2] Estimates are for the major or primary type of exceptionality in each child, although it is known that some children require special education for two or more exceptional conditions, such as mental retardation and a speech impairment.

[3] Based on an estimated 41,782,000 children 5 to 17 years of age on July 1, 1958. *Illustrative Projections of the Population of the United States, by Age and Sex, 1960 to 1980.* U. S. Bureau of the Census, Series P-25, No. 187, November 1958. Detail does not add to total because of rounding.

Source: Mackie, Romaine P., Williams, Harold M., and Hunter, Patricia P. Statistics of special education for exceptional children and youth, 1957-58. *U. S. Office of Education Bulletin,* OE-35048-58, Washington, D. C.: Government Printing Office, 1963.

that perhaps one and one-fourth million may be served if private, residential, and other services are considered. However, this figure represents only about 25 percent of the children who need special services.

No doubt the differences between reported incidence and actual services are to be explained by a combination of the following:

1. Services have not been extended to smaller cities and rural areas.
2. Many mildly handicapped children really do not need the services.
3. Services are not available for the severely handicapped.
4. The children in the gifted group and socially maladjusted group may be receiving some services that are not reported.
5. Some handicapped children such as those with speech defects need only temporary services and when once served are no longer reported but may be included in the general incidence figures.

TABLE 2

Exceptional Children in Special Education Programs in Local Public School Systems[a]

Area of Exceptionality	*Number of Pupils Enrolled*
Total	889,560
Blind	2,898
Partially seeing	8,643
Deaf	6,473
Hard of hearing	13,150
Speech impaired	489,644
Crippled	29,339
Special health problems	23,077
Socially and emotionally maladjusted	28,622
Gifted	52,269
Mentally retarded	223,447
Not reported separately[b]	11,998

[a] Includes 48 states and District of Columbia; 1957-58 data were collected as of February 1958.

[b] Includes the following enrollments given in a combined report for two areas of exceptionality: blind and partially seeing, 119; deaf and hard of hearing, 1,993; speech impaired and hard of hearing, 4,493; crippled and special health problems, 4,792; and special health problems and socially maladjusted, 22. Also includes 579 pupils for whom no major category of exceptionality was designated.

Source: Mackie, Romaine P., Williams, Harold M., and Hunter, Patricia P. Statistics of special education for exceptional children and youth, 1957-58. *U. S. Office of Education Bulletin,* OE-35048-58, Washington, D. C.: Government Printing Office, 1963.

Each of the categories shown in Table 2 is made up of children who often vary markedly in degree of ability, disability, and educational needs. Some cases may need services throughout their school lives, while others only need assistance for a shorter period. For example, a first grade child who persists in substitution of a sound in his speech ("fumb" for "thumb") requires considerably less service than a child with a cleft palate or a child with a severe stuttering problem. A multiply handicapped cerebral palsied child requires very extensive services as compared to a partially seeing child.

Some groups of children are better served through special classes, while others may remain in the regular classes and receive supplementary services. Services are provided for exceptional children by a variety of administrative or instructional arrangements. Prevailing practices may be grouped around two major plans:

Plans which provide for taking the services to the child in the regular grades

The plans include itinerant and consultant services to exceptional children who are enrolled in regular classes. In some cases, special services are supplied directly to individual children. In other cases, the regular teacher is given special instruction on how to help the child.

Plans which require the child to come to the special services, classes, or schools

Special classes are organized for groups of children who have similar disabilities. There are a number of modifications within the special class arrangement. One can clearly distinguish the following:

1. Special classes planned for long-time assignment
2. Special classes planned for short-time assignment
3. Special class placement with regular class integration

(Many special classes retain the handicapped child for only part of the day and assign him to an appropriate regular grade for part of his work. The terms "integrated" or "cooperative" are sometimes used to describe this class arrangement.)

The resource room differs from a special class in that the child is enrolled in a regular class and comes to the resource room for specialized instruction. The room becomes a special instructional *resource* for the child. He is expected to make his major class contribution in an appropriate regular class.

All the administrative plans described above are in use today. In some cases, a certain plan is closely identified with a given handicap

group. In other cases, two or three of the plans may be commonly used to serve a single category of children. The U. S. Office of Education classifies the types of services on a somewhat different basis. A summary of their findings pertaining to reported enrollments for each of the administrative plans is reproduced in Figure 1.

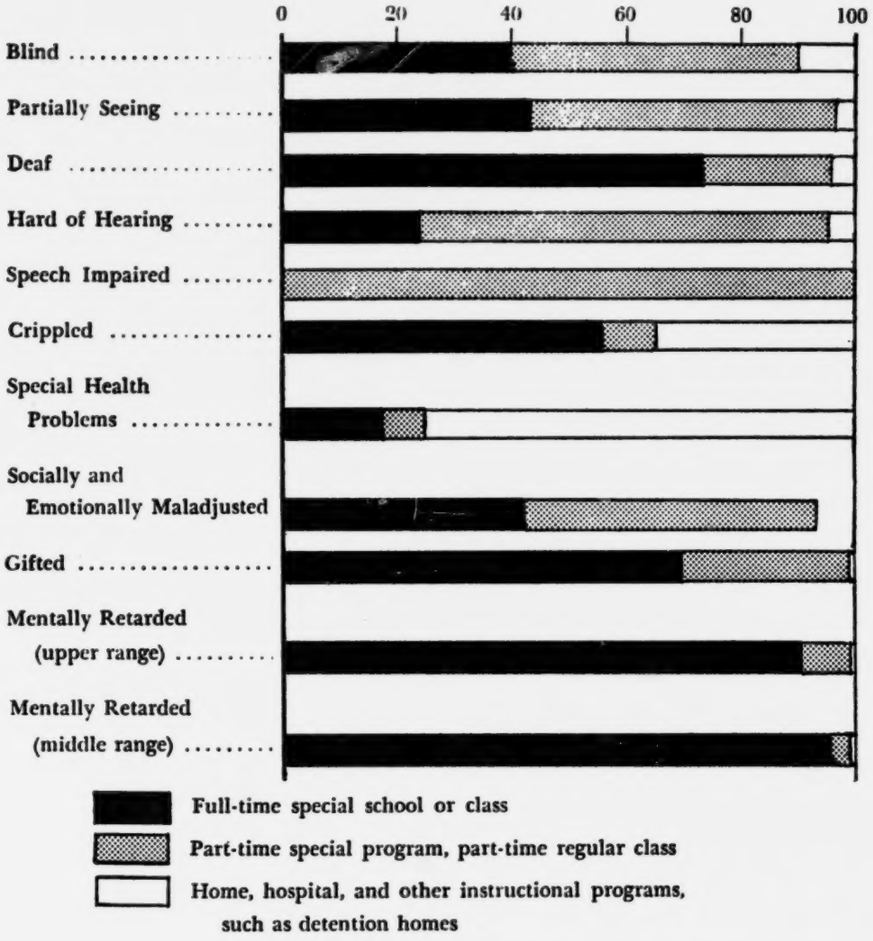

FIGURE 1. *Percent of Pupils Enrolled Full or Part Time in Special Education Programs of Local Public School Systems: 1957-58.*

Source: Mackie, Romaine P., Williams, Harold M., and Hunter, Patricia P. Statistics of special education for exceptional children and youth, 1957-58. *U. S. Office of Education Bulletin,* OE-35048-58, Washington, D. C.: Government Printing Office, 1963.

The administrative approaches described here should not be viewed as either competitive or antagonistic to each other. There are merits in each approach for some children at some stage of development. The approaches may properly be viewed as complementary or supplementary to each other. For example, some blind children seem to need the extensive services of a special class, others may profit from an integrated situation, while many able blind children succeed on a resource-room basis. Unfortunately, many school systems are too small or do not have the financial resources to provide these three programs. However, extensive modification can be made within most of the approaches to take care of wide differences in need. This bulletin does not attempt to deal with the relative merits of these administrative plans. Local needs, traditions, housing, and transportation problems are often controlling factors in such matters.

2

Various Approaches to Developing Area Programs

ROBERT M. ISENBERG

There is a long established characteristic of the American people, sometimes called "Yankee ingenuity," which holds that a way can be found to do anything worth doing and then sets about the task of finding it. Our incidence of success is remarkable. It must be admitted, however, that the devices and processes developed range from the efficiency of Henry Ford's production line to many kinds of Rube Goldberg contraptions.

It can be argued that school organization throughout the United States is considerably more than the result of "Yankee ingenuity," but the variations of ability among local school systems to provide appropriate educational opportunities for all children cannot be disputed. A brief review of some of today's realities regarding school districts demonstrates clearly why those who are struggling to implement specialized educational services are trying to discover or create some kind of organizational device for developing programs on a regional or other interschool district basis.

Realities of Existing School District Structure

There are fewer than 30,000 operating school systems in the United States today, enrolling more than 40 million children in their elementary and secondary grades. This is the smallest number of separate school administrative units since before westward expansion and the largest enrollment ever. The contributions these educational systems make to our well-being defy estimate. But these school systems of today have not always been what they are nor are they likely to remain so. School organization has been more responsive and adaptive to changing circumstances than any other segment of local government. In the days

before hard-surfaced roads and automobiles, it was essential that the school designed to serve each community be located so as to permit the attendance of children coming on foot or on horseback. It was in this setting that our earliest schools were established and school districts were formed. The common school was a one-teacher school—in most instances the only school in the district.

School district structure was not destined to be static, however. As our country grew and better means of doing the things that needed to be done were developed, alternative organization patterns became possible. People combined and consolidated schools and districts in their efforts to form school systems better able to provide for a greatly expanding curriculum and vast increase in demand for educational services. The approximately 30,000 school systems of today were well over 100,000 only a dozen years ago, and because of continuing reorganization efforts, the total number will be further reduced—perhaps to as few as 5,000 districts within the next few years.

There is no longer much doubt that the extensive reorganization of local school districts, vigorously resisted in some areas, has produced administrative units better able to provide for expanding educational programs. This has been sufficiently documented and is generally understood. This success with school district reorganization and the improved educational programs resulting has some tendency to block further progress, however. There is little general understanding that, in spite of all the changes in school district structure, most school systems are still unable to undertake many types of specialized educational service essential to an efficient and comprehensive school operation. More than 80 percent of all of today's school districts, for example, do not employ even as many as 40 teachers. Most of the 20 percent meeting this size criterion are also relatively small; there are only a few large school systems. On January 1, 1963 only 1,054 school systems had enrollments of 6,000 or more pupils—a number well below the population base required for the efficient provision of most specialized service programs.

Those who are serious about implementing programs designed to serve groups making up a relatively small segment of our school population (for example, blind, orthopedically handicapped, perceptually different, emotionally disturbed, and severely mentally retarded) or to serve specialized functions requiring a large base of operation to achieve efficiency (for example, educational television, data processing, instructional materials, vocational and technical education, and junior college programs) must be realistic about the ability and resources of local

school systems. Most are too small to undertake such efforts. Many are so small that even basic programs of guidance, library, and health services are more than can be provided economically and with a high degree of quality. Neither is continued district reorganization, assuming the present rapid rate of progress, likely to create school systems able to provide them.

There are two alternatives—do without these programs or find a way other than through local school systems to provide them. The discussion of various possible approaches to interdistrict programs identified in this chapter and the descriptions of operating programs which follow will probably have little appeal to those who would be willing to do without.

The greatest barrier to expanding and extending specialized educational service programs in areas where they are not now provided is not really any tendency to discount their value and potential contribution to children and communities. Neither is it the absence of an adequate structure to administer such programs, even though this is a definite lack. The major obstacle seems to be the unwillingness of those working at all levels in our state systems of schools to acknowledge that the traditional local school district by local school district approach cannot do the job. A realistic review of school district organization in any state can lead only to this conclusion.

Approaches to an Organizational Framework

As pointed out above, the step that seems most difficult to make is recognizing the limitations of local school systems. This is not to suggest that the local school district is not the best device yet conceived to administer the bulk of what makes up an elementary and secondary school program, either now or in the future. It is only to emphasize that what local schools can do must be supplemented. And more and more programs requiring highly specialized personnel and equipment are coming on the scene.

Assuming, then, that the first step has been taken and some way to supplement local school district programs is sought, we recognize that there is a variety of approaches through which the specialized needs and services of school districts can be met. Not all have equal merit in terms of criteria for adequate and appropriate organization. But all are approaches which can be illustrated by one or more operating programs. In each of these instances, regardless of the method developed,

the approach has had some degree of success in that services not otherwise available are being provided.

When it has been acknowledged that most local districts are too small to undertake certain services, it is obvious that programs undertaken must include two or more districts. The approaches possible range from two separate districts setting up some mutually satisfactory way of working together to the development of a statewide program. The following sections of this chapter describe various organizational approaches which fall in this range with comments on their apparent strengths and weaknesses. This is followed by an identification of what are considered general characteristics of desirable structure. An attempt is made to make each of the approaches described as discrete as possible. It is recognized and should be emphasized, however, that two or three of these separately described approaches can be and are used simultaneously by a single operating program without serious confusion.

Contracting for Service

Local school districts are established and empowered by state law to administer a public school or a system of public schools. They have quasi corporate powers including making contracts. It is possible for any school district to contract with any other school district, agency, or private individual or business enterprise, unless specifically prohibited by state law or regulation, for any service it wishes either to purchase or furnish. Unless the terms of contracts are unusual or unreasonable, they will be upheld and binding on the parties involved.

A small school district, for example, may have only one or two children who need a "trainable" program. Unable to provide a class, they contract with a neighboring district and arrange to have their children transported to that district for this special program. The neighboring district may be relatively large and have several such classes and may, in fact, contract for this or other services with several other of its smaller neighbors. Often, however, there is no large district with an established program nearby. This contract system has possibilities even for areas where there is no large district with an established program. Several small districts can get together and select one of their number to establish and operate a program, each agreeing by contract to support the undertaking. Together in this way these small districts may well have a sufficient number of children and funds to develop an efficient program.

This contract system is used not only for these severely mentally retarded children but also for blind, partially seeing, deaf, orthopedically handicapped, and many others. It is the common method used by many small elementary school districts for purchasing high school education for their children. It also has other possibilities. Two or more districts can go together to contract for and share the services of a speech therapist, psychologist, dental hygienist, occupational therapist, or some other specialist. Psychiatric service, the services of a child guidance clinic, and many other types of needed service can be arranged through mutually agreed-upon contracts.

One of the chief advantages of contracting for services is that it is relatively easy to do. If a service is needed and some nearby school district, agency, or individual is available and willing to provide it, a contract can be negotiated and service begun. No special legislation or special dispensation is required. In the area of programs for exceptional children, there is additional incentive in that very often state funds are provided to cover all or most of the additional costs.

The contract approach usually requires initiation by the school district needing a service. It assumes recognition that service is needed and that the funds required when not covered by state reimbursement are available. This is more than can often be assumed. The approach also has the disadvantage of being a temporary or terminal relationship. Most contracts are on a year to year basis, although some slight tendency for contracts to cover a longer period of time can be noted. This dependence upon annual renewal gives little assurance to those who work in a contract program or those who attempt to coordinate it that efforts will continue beyond the current year. It discourages long range planning and makes the purchase of expensive specialized equipment a gamble. The approach also imposes a great deal of coordinating responsibility and administrative detail on the school district or agency providing the service.

Other problems of the contract approach arise from attempts to arrive at appropriate pro rata shares of the cost when a number of districts are involved and from the seemingly continuous need to assure a direct relationship between amount of service provided to participating districts and their proportion of support. There is the always present possibility, too, that one or more of the participating districts may discontinue their contractual relationship, either to abandon the particular service or to set up their own separate program. When this occurs, it is sometimes necessary for remaining districts desiring to continue the contract approach to discontinue also.

Developing a State Operation

The extreme from instances where two neighboring school districts negotiate a contractual relationship is having the state education agency undertake direct provision of services which local units cannot provide. This approach is more often used in such operations as film libraries, vocational and technical education programs, and educational television than for services for exceptional children. But there are those who believe the state can and most appropriately should provide all the supplementary services local school districts need. It is certainly true that in some states the only major efforts in behalf of exceptional children outside of what a few local school districts can do are through the services of state employed psychologists and special education consultants.

If there is advantage to a statewide approach to service operations, it is inherent simply in the existence of the agency. A state department of education is a reality and has an interest in and concern about program development. Lacking any other existing agency, it is perhaps natural for the state to try to fill the gap and provide service programs which local districts cannot undertake. Further, specialized educational services programs are often expensive and for some of them (for example, a statewide educational television network) it may be easier to justify and secure the necessary funds by a united statewide approach.

The disadvantages of state operation of services are many. Local schools, teachers, and children are a long way from personnel working out of the capital city. It is extremely difficult to get state administered services on the scene at the place and time they are needed. Real needs for help cannot be scheduled on an annual, monthly, or weekly time chart or work plan. They come as crises, emergencies—major and minor. Help must be "on call" or "within 24 hours" if it is to be of real value. It is sometimes suggested that the way to resolve this handicap is through the creation of a series of regional offices of the state agency closer to schools and school problems. While the suggestion has some merit, the question of why these regional offices should be state operated rather than controlled by the region or area they serve should be considered.

There are a number of other shortcomings to the statewide approach. Programs undertaken are automatically handicapped by the "psychology of state operation," that is, the obligation the state level has to treat all areas of the state equally. Except in experimental or pilot ventures, the state must be prepared to move uniformly statewide when it moves

at all. It cannot show preference for one area over another—to a particular area ready to move when others are not. This necessity of moving an entire state at once makes progress slow and difficult and precludes "light-house operations."

Another handicap to developing effective statewide service programs is that their financing is directly tied to legislative action or inaction. The establishment, expansion, and continuation of services are made responsive to the whims of state legislators. Even if it could be assumed that this dependence on state appropriations is not a problem, the funds appropriated to operate services are included as part of the state department of education budget. This by itself creates a new problem. Service programs are costly, and the financing required by a state education department undertaking service functions creates an appearance of serious imbalance in relation to other departments of state government. This is often difficult to understand, may result in interdepartment tension, and sets up a ready target for those eager to reduce state spending. Education and specialized service programs are too important to place in such jeopardy.

In addition, question can be raised regarding the role appropriate for a state education agency. Maintaining an orderly state system of schools through the enforcement of laws and regulations is accepted, sometimes grudgingly, as a necessary function. There is also general agreement that the state is the proper agency to establish standards. But there is little agreement on the state's responsibility for operational functions. Because our history is one in which all operational responsibilities are delegated to local agencies, there is reason to challenge the development of state service programs when equally efficient alternatives closer to the schools and communities to be served are possible.

Forming a Cooperative

Cooperation is an old and familiar Yankee characteristic. In earlier years, it found expression in quilting bees, corn huskings, and barn raisings and more recently as a means for distributing electric power and marketing agricultural produce. It has been a way by which people could join together to undertake tasks impossible for individuals. It is a concept directly applicable to the need for developing service programs which school systems individually cannot provide with efficiency and economy.

The formally organized cooperative is made up of members who di-

rectly or through their representatives manage and control its operation and who share equally or proportionally in its benefits. In the area of educational services, the members of a cooperative are separate school systems. They are the owners, managers, and receivers of whatever services the cooperative is designed to furnish. They participate in developing the policies which guide service, in selecting the personnel employed, and in financing the operation. The financial contribution each member district supplies may be an equal share with other members or may be based on its average attendance, membership, or some other measure. In this way, school districts voluntarily bind themselves together to form an agency which they collectively control and regulate and from which they receive some share of a larger service.

One of the reasons that more educational cooperatives have not been formed is the extreme difficulty in getting one organized and underway. Initial organization and operation require a dedication of leadership for which no one has responsibility. In education, there are no professional cooperative organizers to spark the approach and guide establishment. On the other hand, many are available to point up problems which may be encountered and to otherwise create suspicion of such a plan. Further, development of an educational cooperative requires a vision of potential and confidence in ultimate success not only on the part of those willing to devote the time required for promotion but by all would-be member districts as well. This is not easy to achieve. It is a path filled with discouragement and frustration.

Where these organizing obstacles are overcome and a cooperative is established, there are additional limitations. Cooperatives tend to be single purpose agencies. They are organized to undertake a specific task. Member school districts align themselves in a particular combination because of their mutual desire to make some specific service available. The cooperative is staffed in relation to this area of functions. Consequently, no matter how well or how efficiently its services are provided, it appears virtually impossible in practice to use the same organization to undertake other types of educational service. The specialized service orientation of the cooperative's leadership and staff, the fact that the collective alignment of member districts for one service may be different for another, and the tendency to fear that expansion of operations may dilute the service already developed are among the reasons that expansion into other service areas is difficult.

Another shortcoming of the educational cooperative is the fact that it tends not to be part of the formal school organization of the state. It is nothing more than a voluntary association of school districts to

accomplish in a cooperative way what they cannot do separately. It is not a school district nor a legally recognized agency of school government, even though it may be incorporated. While this does not lessen its effectiveness as a service agency, it does preclude it from receiving direct financial support from the state, from direct access to funds other than through assessments of its members, and from other benefits which may derive from being an integral part of formal school structure.

Organizing a Special District

The special school district is an alternative to the voluntary special purpose agency illustrated by the educational cooperative. As an integral part of school government, except for such limitations of function as may be specified in its establishment, it operates in much the same way and with the same powers and responsibilities as any school district. It has distinct boundaries, a board of education, tax-levying authority, and is entitled to direct state financial support as may be provided by the state finance plan.

The special district, where permitted by state law, is usually organized by procedures similar to those used in the reorganization of regular school districts. The area to be included is determined and the voters of the area are given opportunity through a referendum to approve or disapprove the proposal. If approved, the special district becomes a fact and regular procedures for the election of its board of education and approval of its budget and tax levy are followed. The only major difference between this type of district and a regular district is that its purpose is specified and limited. It may be a special education district, a vocational education district, a junior college district, or have some other specific area of functions. It is *special* in the sense that it is organized for a special purpose.

Special districts almost always include within their boundaries a number of regular school districts, each responsible for the usual or regular aspects of elementary and secondary school programs. They provide services within this larger multidistrict area as a unified operation responsible directly to the total constituency rather than to individual school districts within the area. Essential articulation between regular school programs and the special service program is thus more dependent upon operating procedures than on direct organizational involvement or participation in policy development. The special district is its own legally constituted unit responsible for its own policies and budget de-

termination and subject only to legal limitations and the responsiveness of its patrons.

Special school districts for various purposes are more common than is generally recognized. While they are not easy to establish and are not provided for by law in a number of states, their creation where permitted is not much more difficult than most school district reorganization efforts. Too, state assistance can usually be called upon to help with organization procedures. In some instances, substantial state leadership is encouraging this type of organization, especially in the establishment of junior college districts.

When carefully planned and organized, the special district will generally have a large enough base of operation to provide a type of service which other school districts cannot appropriately undertake. Its establishment makes it the local agency responsible for such services. This means that the boards of education and administrators of regular school districts can in whole or in part absolve themselves of any further responsibility for such service. An additional advantage with much appeal is that the services they receive from the special district do not show up in their own local budgets. The special district has its own separate sources of funds. Individual local districts in this way are relieved of both financial responsibility and administrative involvement in the area program.

The special district is not without problems, however. Because it has a large constituency to serve, there is often a great divergence of views among its patrons. This becomes somewhat serious when those responsible for local school operations are dissatisfied with either the quality or types of services provided or the philosophy which guides them—in spite of the fact that, by virtue of its establishment, the special district has full and independent responsibility for its program.

The greatest handicap of the special district approach to service results from the limitations of its scope of operation. The special district is established to provide certain specified services and not others. Regardless of how well it does its job, it cannot take on other and different functions which may at a later time be desired. Inherent in the special district approach is the necessity, when a new type of function emerges and is desired, to create still another special district. This, in fact, is done. The new special district may or may not have identical boundaries and tax base as the first. There are instances, for example, where special education districts, vocational education districts, and junior college districts share in some degree the same general geographic area and tax base as a number of regular school districts. Yet each has a separate

legal status, a separate board of education, a separate administration, a separate tax levy, and a separate set of policies. It is not difficult to see that any area utilizing this special district approach for developing specialized educational services can rapidly develop at the same time a cumbersome and confusing system of overlapping districts for which articulation becomes a major problem.

Developing an Effective Intermediate Unit

The intermediate administrative unit or intermediate school district has received a great deal of attention and discussion in recent years as the type of agency which can provide the specialized services needed to supplement local school district programs. Slowly but increasingly its potential is being recognized and accepted. More rapid progress in developing this approach has been held up both by the general reluctance to acknowledge that local districts cannot do all that needs doing and a fear that strong intermediate units might dominate and usurp local district functions.

Contrary to a rather widely held view, an *intermediate unit* is not a fixed, formalized, clearly-defined organizational pattern ready to be imposed. It is a broad and general concept. Simply defined, it is the middle or intermediate member of a three-level system of organization, that is, a number of basic school administrative units at one level, the state education department at another, and functioning between them, some kind of intermediate agency. As the middle member in an organizational framework for school administration, this agency could have a wide range of specific characteristics and still be an intermediate unit.

Some of the confusion over the intermediate unit approach to developing specialized service programs arises from the fact that the concept is an old one. Most states have or at one time had some type of intermediate unit. In some form, the intermediate unit has existed nearly as long as this country has had public schools. Traditionally, the intermediate agency has been the county school office and the county superintendent of schools. Only recently have substantial alternatives to county school offices been suggested.

The county school office, an agency of the state established to provide administration and general supervision for the multitude of small school districts once existing, served its original purposes reasonably well. Most states developed such an organization during the period from 1829 to 1880, a time when school programs and school needs were vastly differ-

ent from today. Yet, in a number of states, this agency still functions with a legal framework and assignment of duties which have changed very little. State legislatures and state leadership have not applied themselves to keeping a well-conceived concept up to date.

A charge of complete obsolescence is not entirely valid, however. Recent modifications of intermediate unit structure in some states have been sufficient to demonstrate that when it is properly organized, staffed, and financed, the potential of this type of agency for providing specialized services to both the state and local districts is greater than that offered by other approaches. Appropriate reorganization and a redirection of its functions would necessitate a base of operation in most instances considerably larger than a single county. It would also require professional administration and staff, the elimination of political entanglements, and a level of financial support not now provided. Such a revamping is long overdue.

One of the major advantages to developing the intermediate unit as a regional service agency is that it is automatically in the direct stream of state school organization. Functions which support and supplement those of local school districts can be assigned. If its geographic area is made sufficiently large, its general orientation would permit it to undertake on a regional basis any or all supplementary services needed by local school systems. It could easily adapt to changing circumstances and take on different or additional service functions. Because of this freedom from specific purpose orientation, its potential could be developed simultaneously in such diverse areas as data processing, clinical or diagnostic services, instructional materials, curriculum coordination and development, and inservice staff development. For most school districts, the initiative and resources required by other approaches are likely to prevent their development. Yet all districts in a state could be served by specialized programs if an appropriate number of service-oriented intermediate units were created.

Characteristics of Desirable Structure

Each of the several approaches to developing regional or interdistrict service programs included in the foregoing paragraphs is workable. All have potential for supplementing local school district programs. All, in the form described or with some variation, now exist. Such a variety of approaches demonstrates that there is more than one way to develop an area service program.

Since the success of any regional service undertaking depends to a large extent on the organizational framework which permits its development, the following general characteristics considered desirable to assure efficient operation are suggested.

- Broad and comprehensive responsibility for both elementary and secondary education and their specialized aspects.
- Broad and generally oriented professional administration.
- An area of operation large enough to permit the efficient development of most services local school systems cannot provide for themselves.
- Adequate and dependable financial support with some degree of flexibility in its use.
- The ability to adapt programs and direction as circumstances and needs change.
- A sufficient stability to assure the continuation of service in spite of changes and realignments among participating local school systems.
- A responsiveness to the needs and desires of local school systems as seen from the local level.
- The ability to secure a staff sufficiently competent to have something substantially worthwhile to offer participating districts.

Any regional approach meeting such general characteristics in its organization and operation, assuming appropriate facilities and equipment for whatever it undertakes, is certain to extend educational opportunities far beyond what local school systems will ever be able to do by themselves.

Introduction to Part Two

The foregoing chapters of this bulletin have briefly described the development and scope of educational programs for exceptional children, the inability of a majority of local school systems to provide such programs by themselves, and varied cooperative or interdistrict approaches which have been undertaken. However useful such general description may be, there is also much to be learned from specific programs. Certain statewide and local area plans have, therefore, been selected for more detailed description. While each reflects some degree of uniqueness inherent to the particular state or locality, the area-wide or interdistrict characteristic is common to all.

3

State Provisions for Cooperative Programs in Illinois, Michigan, California, and New York

JOINT AGREEMENTS IN ILLINOIS

RAY GRAHAM

There are many programs in Illinois where exceptional children attend special classes in a district other than the one in which they live. This has been made possible by comprehensive legislation provided by the Illinois General Assembly. The following section of the School Code is that which provides for cooperative agreements:

> Section 10-22.31. Special Education. To enter into joint agreements with other school boards to establish programs for children of the type described in Section 14-1, to provide the needed special educational facilities, and to employ a director and other professional workers for such programs. The director may be employed by one district and such district shall be reimbursed by other districts that are parties to the agreement on a mutually agreed basis. Such agreements may provide that one district may supply professional workers for a joint program conducted in another district.

Administrative Policies

The School Code provides for a census of all handicapped children. Section 3-15.11 requires the county superintendent to call together school boards in those districts in which reside eligible children not being served and to recommend plans for meeting the responsibility. The planning conference represents an ideal time to consider the advisability of initiating an organization under a joint agreement plan.

It is mandatory that such planning conferences be held. The law does not say that it is mandatory that facilities be established. It does imply, however, that every effort is to be made to provide them. There

are certainly obstacles in finding trained professional workers, but there should be few cases where a basic organization cannot be established for providing facilities as soon as trained personnel is available. Probably a very important obligation of the planning conference will be to find teachers who will take the training to qualify for the special work. It seems logical to assume that the planning conferences are most appropriately called after the data on the census have been tabulated.

The provision for a joint agreement must provide a definite pattern for developing a sound plan of service. A joint agreement may include two or more districts, or it may include all districts in a county. A joint agreement may include part or all of two or more counties. In such cases the county superintendents and district administrators will plan together. A particular school district, however, must be selected as the administrative unit, and all applications for pre-approval and claims for reimbursement must come through that district. A joint agreement plan may be developed by two or more districts in two or more counties. A district may be in more than one joint agreement. For example, a district may be a party to one agreement providing most special educational facilities needed, but a larger number of districts might go together to establish a service for blind children. In most instances, however, the joint agreement will be most satisfactory when one group of districts unites to carry on the complete program for all classifications.

Illinois has been trying to develop its special education slowly, but soundly. While joint agreements are not mandatory, it is mandatory that a school district provide an educational opportunity for all of its children. Continued failure to do so could result in mandatory provisions in the law. Some states do have mandatory legislation; however, acceptable standards of teacher preparation and other facilities are difficult to maintain under mandatory legislation. Mandatory legislation usually results when reasonable progress in providing for exceptional children is not made under permissive provisions.

At any time that all school boards in the existing joint agreement agree to changes, they may be made. There may be some plans where a joint agreement is made for a part of a total program. As the need grows and as the facilities become available, additions to the original plan may be adopted. It is evident, therefore, that a good basis of administrative procedure is a prerequisite of any joint agreement.

A joint agreement as defined by the School Code is a formal plan agreed upon by the member school districts through their school boards whereby two or more districts may legally unite in establishing and maintaining special education facilities for exceptional children. Only

public school boards in Illinois may make joint agreements for maintaining special education facilities. The agreement becomes a joint agreement only after the items of agreement have been drawn up and favorably acted upon by each school board entering into the agreement.

Area Served and Justification

A school population of 5,000 or more children is sufficient to establish classes and facilities for many types of handicapped children. The visually handicapped and hearing impaired may require a larger population base. For other classifications, such as the speech defective, the maladjusted, or the educable mentally handicapped, workable plans could be developed with a base of 2,000 school children.

There are a number of educational, administrative, financial, and other realistic justifications for the joint agreement:

1. Enough children of each type can usually be identified to justify a class.
2. Several classes (of various types) with appropriate age and social grouping may be established.
3. Better location of classes and selection of rooms may be worked out.
4. Per capita cost of the special service is lowered.
5. Expert leadership for the program may be employed, that is, director, coordinator, or supervisor.
6. More complete and better transportation provisions for the special transportation requirements of exceptional children may be developed and at less per capita cost.
7. The joint agreement gives stability and continuity.

A district may accept eligible children from other districts not providing special services. Conversely, the smaller district may pay tuition to other districts that enroll their eligible children.

The Joint Agreement

Joint agreements in Illinois usually include the following items:

1. A statement of purpose or what is being proposed
2. Names of cooperating districts
3. The terms of the agreement
   a. Administrative pattern
   b. Financial pattern
   c. Method for determining policies and procedures
   d. Responsibility for making decisions
   e. Policy and procedure for accepting new districts or for present member districts to withdraw from the joint agreement

f. Provisions for amending the agreement
4. Signature of school board representative and date of adoption

It may be advisable to describe many of the details in a supplementary statement so that a clearer understanding is developed. A copy of the agreement should be filed with each member district, with the county superintendent of schools, and with the Division for Exceptional Children of the Office of Public Instruction.

Administrative Policies and Procedures That Will Need to Be Determined

1. Who will direct the program; how will he be chosen; where will his office be located? How will administrative decisions be made for the entire program?
2. How will location of classes be determined?
3. How are professional staff members selected, paid, and supervised?
4. What are the relationships and responsibilities of the director and staff? What are the responsibilities of the director and of any district to a program (a) operated in the district, (b) operated in another district of the joint agreement?
5. How are state applications and claims made and by whom?
6. How are teachers contracted? How are they paid? What are their tenure rights? What is their retirement status?
7. How are costs determined? How are tuition costs for nonresident children determined and paid?
8. What policies are followed (a) in determining eligibility of children, (b) in admissions to and dismissal from classes, and (c) in contacting families and agencies?
9. What records and reports are needed or required?
10. How are special transportation problems handled?

Finance and Transportation

In most instances the joint agreement will delegate administrative responsbiility to one of the participating districts. This district will make the application for pre-approval and the claim for reimbursement to the state. Other districts will be designated as "member" or "contributing" districts. Generally the plan will designate that each district will pay its per capita share in the plan. This is determined by the formula in the School Code, Section 14-6. The state reimbursement to the administrative district will be deducted before the per capita tuition is determined.

While each contributing district may separately provide for its pupils attending a class operated jointly with other districts, there is often merit in a cooperative transportation program. Transportation for the children from all the participating districts may be provided by the administrative district, for example. If so, the administrative district will be reimbursed under the law for one-half the cost of transportation up to $400 per child annually. Any excess costs will be paid by contributing districts having children transported in accordance with the provisions of the joint agreement. This emphasizes the importance of including in any joint agreement the specific arrangements whereby contributing districts will reimburse the administrative district. It may prove advisable in some instances to do this on a monthly basis.

Any special transportation of pupils necessary is included under the special facilities authorized by the law providing for joint agreements (School Code 14-6).

The pattern of administration should be:

1. The districts work out the plan and have it approved by each school board having children to be transported. The plan shold (a) list the districts in the agreement, (b) designate the district doing the transporting, and (c) outline the details of the plan to be followed.
2. The district doing the transporting will file the application for preapproval within 30 days after the transportation begins. No other district need file an application.
3. The district doing the transporting will file the claim for reimbursement at the end of the school year.
4. The district doing the transporting will determine the total cost of the transportation and then deduct the amount of state reimbursement. From this amount will be determined the per capita cost of transportation, and each district will be billed for its share. Unless a joint agreement is made, each separate district must transport its own children.

INTERMEDIATE SCHOOL DISTRICTS IN MICHIGAN

MARY A. BLAIR

For many years the Michigan legislature has provided partial reimbursement to assist local school districts in establishing and maintaining special education programs for children and youth with various types of

handicaps. Laws pertaining to special education are permissive in nature, and programs developed during the years through local autonomy. The result, however, was that some areas of the state were served and some were not, with most of the development taking place in the larger cities. Until World War II, children and youth with handicaps who resided in less populated areas received needed special education by traveling considerable distances to attend city programs, or they were served in state residential schools. There were practically no local special education programs available to children from remote and sparsely settled areas because there were usually neither enough children in each type of handicap nor sufficient financial support in a single small community to make this provision possible.

After World War II, the tremendous increase in population put a severe burden on the finances, services, and facilities of local school districts. This situation forced some school administrators in cities operating special education programs to refuse admission to new applicants who were nonresident children. This decision was made with reluctance but seemed justified in order that urban resident children with handicaps could be educated. Smaller communities, even with the population increase, often did not have sufficient numbers of children in each type of handicap or sufficient financial support to facilitate the development of local programs.

In 1954, in an effort to cope with the lag in development of needed special education programs, school superintendents, boards of education members, and parent groups were instrumental in securing the passage of a special education enabling law, Act 18 of Public Acts of 1954. This law made it possible for local school districts located in counties with a population of 180,000 or more to vote at their spring election to levy extra millage to be used exclusively for special education purposes. The act was amended to extend its provisions to include all counties, and as of July, 1962, had provided the basis for programing in 37 of Michigan's counties.

On March 28, 1963, Act 190 of Public Acts of 1962 became effective and eliminated Act 18 of Public Acts of 1954. Under Act 190, local school districts formerly constituting a county school district now constitute the intermediate school district of that county. An intermediate school district may include more than one county. Provisions for financing special education become effective when a majority of the school electors of an intermediate school district cast favorable votes at the several annual and special school elections held in the local school districts in any one year. The board of education of the intermediate

school district determines a millage limit on taxation to be submitted to the electors.

Any local school district maintaining a special education facility approved by the superintendent of public instruction may contract with the board of the intermediate district to provide special education to nonresident pupils assigned to it by the board. In those instances where no local school district is able and willing to provide such services, the board of education of the intermediate district may operate special education programs.

Boards of education of intermediate school districts may make payments from their special education funds to those local school districts which maintain special education centers. Some of the intermediate school districts also pay excess tuition costs to sending districts for children who are served by these special education centers as nonresident pupils. As in the case of Act 18 of Public Acts of 1954, the cost of each type of special education in each constituent facility is computed. From this amount is deducted the current per capita state subsidy for each type of special education. All or part of the difference resulting, multiplied by the number of pupils educated, is reimbursed by the board of the intermediate district. If funds are not sufficient to make up all this difference, a like percent of the difference is paid to all constituent centers in the intermediate school district. Local districts may also receive grants for the purchase or construction of adequate classroom space and equipment. In those instances in which the intermediate school district operates special education programs, it is reimbursed according to the provisions of the act.

In 1964 there are 43 county intermediate school districts which have voted extra taxes to pay for special education costs over and beyond the share paid by the state for this purpose. These taxes were voted for by local taxpayers at their spring elections.

Often there may be no possibility of developing special education services locally. There are not enough children with each type of handicap in any one school district, so several districts join together and provide cooperative programs. In cases where isolated children need service, the state residential schools for the deaf and for the blind offer excellent programs. For a few children residential care is vital to their educational program, and through conferences of the state school superintendent and the local administrator these arrangements can be made. Often it is necessary for children to receive board and room and attend special education classes in a nearby public school. When it is necessary to do this, the state helps to finance room and board.

Since 1954, at the time when extra tax money was first made available, over 300 additional deaf children and over 170 children with visual problems have enrolled in local programs—almost enough to build two new state residential schools at a greater cost to taxpayers and in addition deprive the child of his natural parents and home life. Over 1,500 children with lesser physical handicaps, who may otherwise have been school dropouts because of their inability to cope with the general education program, are now remaining in regular classes with the help of teacher-counselors for the physically handicapped.

The number of educable mentally handicapped children served in public schools has tripled since 1954. Many more trainable mentally handicapped children are now being served. This program is growing rapidly.

In general, the extra tax money for special education available in the 43 counties has tended to accomplish the following:

- To locate children with handicaps throughout the counties
- To assist the school districts in strengthening special education programs which are administered locally
- To offer special education services for rural as well as city children
- To organize an orderly plan for special education services on a county-wide instead of a piece-meal, town-by-town basis
- To extend special classes and itinerant services such as speech correction, visiting teacher, etc. to rural areas
- To give needed services to many children with lesser handicaps while they attend regular classrooms
- To provide additional consultative assistance to local school districts
- To furnish better housing for special education classes (County taxes can now be used for capital outlay for rooms in public schools.)
- To provide inservice education programs to teachers of special education who would ordinarily be isolated in smaller school districts
- To make the regular teaching staff and the general public in each of these counties aware of the educational needs of children with handicaps
- To locate children who need special education who have never been to school
- To recruit needed teachers and professional workers for special education
- To follow up medical diagnosis with educational service as needed
- To give parents assurance that their children can receive special education when they do not live in urban areas
- To make it possible to group children more easily for needed comprehensive secondary school programs

OAKLAND COUNTY

PAUL F. THAMS

While Act 190 of the Public Acts of 1962 (the Intermediate School District Act) eliminated Act 18 of the Public Acts of 1954 revised (the Special Education Act) as a legislative entity, the provisions of the earlier act were continued through incorporation into Act 190.

Since the Oakland County Board of Education was the first county office to avail itself of the provisions of Act 18 of the Public Acts of 1954 and continues to operate under Act 190 of the Public Acts of 1962, it is presented here as representative of similar programs operated in Michigan. The terms "county office" and "intermediate school district" are used interchangeably.

Briefly, the provisions of the enabling legislation are as follows:

1. The voters of a county could agree to invest a taxing and administrative authority to a central agency such as the county board of education (now known as the intermediate school district).
2. The proceeds of the tax provided to local school districts the difference between state reimbursement and the actual operating cost.
3. The proceeds of the tax provided grants to the local school districts for the purchase or construction of adequate classroom space and equipment for special education classes.

The county of Oakland, which lies in southeastern Michigan immediately adjacent to the northern boundary of Detroit, consists of 30 school districts ranging in school population from approximately 1,100 children to slightly more than 20,000. With the exception of one district, the county has been reorganized on a community school district basis. The total public school population approximates 183,000 children. During the summer of 1954 the voters of the county, in accordance with the provisions of Public Act 18, voted a one-half mill tax, the proceeds of which were to be used to expand the special education program on a county-wide basis. At that time, with a school population of approximately 108,000 children, there were 56½ special education programs as outlined in Table 3. The director of special education, a case worker, and a secretary were employed in the fall of 1954. Their task during the 1954-1955 school year was to conduct the necessary surveys and to make plans for the expanded program which would get under way in September, 1955. Each succeeding year has brought about a planned expansion of facilities offered to local school districts until there are presently 367 separate programs in operation. Table 3 indicates the total of 409 programs authorized for 1962-1963. The differences between

the second and third columns indicate primarily the extent of the shortage of trained professional personnel. The increase in special education services brought about during the period 1955-1963 is a direct reflection of the advantages accrued through the taxing authority and strategic coordinative position of the intermediate unit.

In order to achieve a planned and continuing rate of program development throughout the county, it has been necessary to establish certain administrative policies. It has been the specific intent of the county board of education, however, to maintain an efficient and comprehensive program with a minimum of such policies. Due to the limitations of space, the writer will comment upon four major policies which seem to be most important.

Local Autonomy

The recognition and maintenance of the local autonomy of each school district is the single most important policy. The act does not provide for county or intermediate district supervision of local programs; rather it provides for county or intermediate district coordination, consultation, and financial assistance. All classroom space, all equipment, all

TABLE 3

Program Expansion in Oakland County, Michigan, 1954-1963

Educational Service	*1954-1955 Teachers Employed*	*1962-1963 Teachers Employed*	*1962-1963 Teachers Authorized*
Mentally Handicapped	16	117	125
Homebound-Hospital	4	10	10
Orthopedic	5	38[a]	38[a]
Speech Correction	15½	85	94
Visiting Teacher	11	50	63
Blind-Partially Seeing	2	6	6
Deaf-Hard of Hearing	3	12	16
Counselor, Physically Handicapped		10	16
Psychologists		21	23
Experimental Programs		18	18
Total	56½	367	409

[a] Includes Physical, Occupational, and Speech Therapists

teachers employed by the local district as a result of the special education fund become the property and/or responsibility of the district which operates the program. The local district is also responsible for programing and other administrative and supervisory details. Services of consultants from the county office, as well as those in the State Department of Public Instruction, are available in the local school districts.

Building Integration

The second administrative policy reflects the philosophy that exceptional children should be educated as much as possible with nonhandicapped children. As a result, the county office, in its allocation of funds for the construction or purchase of classroom space, stipulates that all special rooms be located as integral parts of regular school buildings. Within this framework, entitlements for 160 rooms have been issued to date. This, of course, makes possible maximum integration of the exceptional child into the regular school program and into the regular activities of the school.

Coordination of Referrals

Since the county office is responsible by law for the placement of children in special education programs, it is important and necessary to establish a policy which results in a consistent referral and placement pattern. With this in mind, each local district appoints a single person whose responsibilities include coordination of all referrals. This makes it possible for the central coordinating agency, the county office, to conduct its activities with a single person in each district.

Coordination of Program Planning

The final administrative policy to be mentioned here concerns recognition of the importance of coordinated program planning. The procedure itself might be described as a three-stage process. In this respect all major planning, such as yearly plans for program expansion, is first approved by the Special Education Committee of the Oakland County Superintendents Association. The committee is an advisory body composed of five superintendents from local districts within the county. The plan is next presented to the entire Oakland County Superintendents Association. Any member of either group is free to suggest changes in the plan. Following acceptance by the two groups, the county

board considers adoption of the plan. Through this procedure, not only are all districts kept informed of the entire program development, but each district is afforded a voice in the destinies of the program.

The Development of a Program in a Local District

In order to illustrate the working procedures of the act, an example will be used to outline the development of a complete program in a typical district. Consider district F, a local school district with a population of approximately 7,500 public school children. The district is centrally located among a number of others of similar size or smaller. The initial program survey of the 1954-1955 school year indicated that this section of the county contained a sufficient number of orthopedically handicapped children to warrant the establishment of a centrally located facility. Negotiations with district F indicated their willingness to establish an orthopedic facility provided classroom space could be made available. Therefore, district F and the county board of education entered into a contractual agreement in accordance with the provisions of the Special Education Act. The contract called for the district to have an orthopedic unit designed as a part of an elementary building then under construction. An agreement was reached whereby the cost of the unit would be paid by the county to the local district on its completion. At the request of the local superintendent, consultants from the State Department of Public Instruction and the county office met with the local administration and with the architect in order to plan the unit. Construction began immediately, and the unit was paid for and ready for occupancy in September, 1955. In the meantime, the local district was responsible for ordering the items of equipment needed to operate the facility. Again, consultant help was made available to the district from the county office to aid them in the planning and purchase of equipment. Cost of the equipment was reimbursed to the local school district by the county board. During this period, consultants from the county office worked closely with referral people from the neighboring districts processing applications for fall enrollment. Orthopedically handicapped children from six districts were enrolled in this special education center when it opened its doors.

The same survey which showed the orthopedic need also indicated that the area needed the services of one room for the mentally handicapped, one speech correctionist, and one visiting teacher. Therefore, contractual agreement, similar to the orthopedic contract, was made with the district to provide the special room for the retarded, and au-

thorization was granted to seek the employment of the speech correctionist and visiting teacher.

District F acted as a special education center in that it accepted nonresidents on a tuition-free basis. Eligible nonresidents continue to enjoy the same priority as do those who live in district F. On a county-wide basis, the "center concept" of nonresident eligibility applies to all classroom construction. It should be noted, however, that the greater numbers of mentally handicapped children have resulted in the construction of such rooms in nearly all districts; therefore, there is much less nonresident attendance within this field of specialization. Typically, itinerant programs are designed to serve only the districts in which they are located.

Each year the requirements of the district have been re-evaluated, and necessary program additions have been recommended. As a result, district F now has the following special education program: four speech correctionists, three visiting teachers, one room for the partially seeing, one teacher-counselor for the physically handicapped, two orthopedic teachers, one physical therapist, one occupational therapist, a part-time speech therapist for the orthopedic unit, one psychologist, five rooms for the mentally handicapped from elementary through high school. and two experimental rooms for certain types of emotionally disturbed children.

Some of the larger cities in the county were already operating special education programs when the county-wide program went into effect. In such instances, surveys were conducted to indicate needed expansions of services. These expansions were granted on the same basis as the needs of the smaller districts previously described.

Additional Services

One must recognize the fact that the mere presence of rooms and equipment does not in itself ensure an effective special education program. Districts which previously were without programs suddenly found themselves with rather comprehensive facilities for exceptional children. The county office recognized that help would be required in the programing for these facilities. Consequently, attention was turned to the requirements for a central consultant staff at the county office to promote and provide for the excellence of the local programs.

One of the functions of the county staff is to provide direct special education service to those districts which are too small to provide their own. For example, 11 local school districts are too small to meet the

minimum requirements for employing a psychologist to certify eligibility of children for programs for the mentally handicapped. In order that such districts might have adequate diagnostic service available, the county office employs a sufficient number of psychologists to care for this need. As soon as a district becomes large enough, it is encouraged to establish its own service. At that time, the county withdraws its direct service but remains available as a consultant.

The programs for the mentally handicapped are examples of a second major contribution of the county office. The expansion of programs in this area brought with it many problems such as administrative philosophy, screening of school population for eligible children, inservice training of teachers, and program and curriculum planning. County office assistance is necessary to impart a general coordination of effort among the programs in 29 different school districts. The county office employs experienced and well-qualified teachers of the mentally handicapped who provide consultation through such devices as workshops, seminars, convocations, demonstration teaching, and individual consultation. Similar consultation is available to teachers in other fields of special education.

At the request of local school districts, the county office has established a speech clinic. Following the establishment of speech correction service for each district of the county, it had become apparent that there were many instances in which the correctionist needed either additional diagnostic help or consultation. In other instances there were children with speech defects of such severity as to require more intensive therapy than could be offered in the regular program. No district had a population sufficient to warrant the establishment of a clinic on the local level, but it became obvious that efficient use could be made of such a service on the county level. The clinic director works in close cooperation with the local speech correctionists and is considered by them to be a valuable addition to their services. Inservice training activities is another important activity of the speech clinic.

An additional service offered through the intermediate office is vocational rehabilitation. Through an agreement with the State Office of Vocational Rehabilitation it has been possible to have assigned to the county office the full-time services of a field agent. This person, in cooperation with a county school rehabilitation worker, has the responsibility of bringing to schoolage children the services and planning regularly available through the state vocational rehabilitation program. Programing is extended to the children enrolled in special programs and also vocationally handicapped children who are not eligible for

special education enrollment. Through such an experimental program it is hoped that the years of special training provided for the exceptional children will culminate in a plan which will prepare them for vocational adjustment when they leave school.

Establishing experimental programs, such as the one just described, is another extension of services made possible through the Special Education Act and its successor, the Intermediate District Act. When a legitimate need is felt for experimentation in certain areas, a plan is drawn up and submitted for approval to the superintendent of public instruction.

COOPERATIVE PROGRAMS IN CALIFORNIA

CHARLES WATSON

Under California law any school district which does not maintain facilities for the education for physically handicapped minors shall enter into agreement with a school district in the same county or with a county superintendent of schools maintaining such facilities. If there is no district in the same county maintaining such facilities, the governing board of the school district shall enter into an agreement with a school district maintaining such facilities in any other county. Such agreement shall provide for the payment of the cost of tuition by the district in which the physically handicapped minor actually lives and may provide for payment of the cost of the use of the building and equipment. The cost of tuition shall not be greater than the difference between current expenditures per unit of average daily attendance, including transportation, for the education of a pupil in the particular category of physically handicapped minors to which the pupil belongs and the apportionment of state funds for the education of physically handicapped minors in that category.

It has been within the framework of the foregoing language that schools have the basis for interdistrict agreements looking to providing cooperatively for the special education needs of physically handicapped minors living in such areas. The cooperative special education program of the southwest school districts of Los Angeles County, to be described on pages to follow, is typical of such arrangements.

County superintendents of schools must provide special education for educable mentally retarded minors in all local school districts having less than 901 pupils in average daily attendance. They may provide special education programs for trainable mentally retarded minors but are not required to do so. They may provide special education for physically handicapped minors where such minors would otherwise be without needed schooling. Districts and county superintendents may enter into agreements whereby one or the other provide special education programs for certain exceptional children in need of special education. The Orange County program described in this section is illustrative of such arrangements.

In several instances in California, two or more districts have entered into agreement to provide special education facilities and programs for exceptional children living within such districts. Usually this development comes to be known as "———————— Cooperative Special Education Program." In such arrangements one district assumes the task of making provisions for deaf children in the area embraced, another for the trainable mentally retarded, another for the orthopedically handicapped including the cerebral palsied, and so on. The number of districts entering into such cooperative arrangements will vary according to the size of the districts, the nature of the area, the existence and kinds of streets and roads, and other similar reasons.

SOUTHWEST SCHOOL DISTRICTS OF LOS ANGELES COUNTY

KEITH A. HUNSAKER

The cooperative program was started in 1948 as a result of a desire on the part of the participating districts to provide their own services rather than transport children to Los Angeles City. Some transportation routes were then requiring nearly two hours each way. The districts also were constantly faced with the uncertainty of space being available in another school system to meet their growing demands.

The program is composed of eight school districts in the southwest section of Los Angeles County. The names, grades, school enrollment, general population, and area in square miles for each of these districts are given in Table 4.

Individual districts had insufficient handicapped children for an adequate program, but the combined enrollments were sufficient to provide

a good program for each type of handicap. The first program was started in November, 1949, and programs have been added until currently the services shown in Table 5 are provided.

Administrative Organization

The superintendents of each of the eight participating districts have administrative responsibility for the program and meet monthly or as often as needed. A steering committee, composed of one professional representative from each district and appointed by the superintendent, advises the superintendents group. This committee meets monthly with the director and school psychologist working with the cooperative program.

A director is employed to administer the interdistrict aspects of the program within the framework and policies established by the admin-

TABLE 4

Southwest School Districts of Los Angeles County

School District	*Grades*	*School Enrollment*	*General Population*	*Area in Square Miles*
Centinela Valley Union High	9th-12th	4,837	(93,157)[a]	(12.10)[a]
El Segundo Unified	Kindergarten -12th	3,505	14,200	5.25
Hawthorne Elementary	Kindergarten -8th	5,000	35,557	3.87
Inglewood Unified	Kindergarten -12th	10,454	75,000	8.21
Lawndale Elementary	Kindergarten -8th	6,182	22,100	3.23
Lennox Elementary	Kindergarten -8th	2,300	19,500	1.5
Torrance Unified	Kindergarten -12th	25,083	103,000	20.8
Wiseburn Elementary	Kindergarten -8th	2,995	16,000	3.5
	Total	60,356	285,357	46.36

[a] Includes the same general population and area in square miles as that reported for the Hawthorne, Lawndale, Lennox, and Wiseburn Elementary Districts.

istrators. A school psychologist works with the program under the supervision of the director. The district which houses a given program is in complete charge of administering and operating this service within the framework of established policies.

The responsibilities of the superintendents group include broad administrative matters such as the following:

1. Determine the type and location of cooperative programs.
2. Determine financial policies.
3. Assign duties and responsibilities of (a) director of special education, (b) steering committee, and (c) school psychologist assigned to the program.
4. Consider recommendations made by the steering committee and inform the committee in writing of their decision.

The principal responsibilities of the steering committee include:

1. Make recommendations to the superintendents regarding new types of programs or transfer or discontinuance of programs.
2. Report recommendations made by the committee to their own district superintendent before the superintendents group considers the recommendations.

TABLE 5

Services Provided in Southwest School Districts of Los Angeles County

Program	*Grade or Age*	*Enrollment*	*Number of Teachers*
Blind (Elementary)	Kindergarten -8th	14	2
Blind and Partially Seeing (High School)	9th-12th	7	1
Blind and Partially Seeing (Itinerant)	1st-12th	18	2
Cerebral Palsy	3 yrs.-21 yrs.	45	4
Deaf and Hard of Hearing (Elementary)	3 yrs. - 8th	53	6
Deaf and Hard of Hearing (High School)	9th-12th	7	1
Orthopedic-Delicate (Elementary)	Kindergarten -8th	23	2
Orthopedic-Delicate, Cerebral Palsy (High School)	9th-12th	13	1
Partially Seeing (Elementary)	1st-8th	9	1
Severely Mentally Handicapped	5 yrs.-18 yrs.	156	14
	TOTAL	345	34

3. Assist the superintendent in distributing and interpreting the recommendations of the committee which have been ratified by the superintendents.
4. Inform the principal in the child's district of residence when a child is admitted into a special program and encourage the principal to visit the program and follow the progress of the child.

The responsibilities of the director include:

1. General administrative or line responsibilities
   a. Conduct surveys; locate handicapped children; coordinate the processing of a new referral, dismissal, or transfer.
   b. Interpret policies on referral and dismissal procedures.
   c. Coordinate screening and recommend employment of the school psychologists; supervise their services.
   d. Engage in public relations activities—for example, release newspaper publicity and speak at P.T.A. meetings, clubs, etc.
   e. Keep districts and programs informed on current research, legislation, and other developments in special education.
   f. Meet periodically with the P.T.A. special education chairmen in the cooperative area to keep them informed about the programs; secure their suggestions and pass them on to the steering committee.
2. Specific administrative or line responsibilities
   a. Admit and dismiss qualified cases; refer questionable cases to the admission and dismissal committee for the program concerned.
   b. Issue interdistrict permits and interdistrict agreements, and decide which pupils residing in the cooperative districts may attend a special program outside the cooperative area.
   c. Act as executive secretary to the superintendents group; serve as secretary to the steering committee; and serve as member and secretary for the admission and dismissal committees.
   d. Prepare and distribute the handbook, case study forms, etc.
   e. Maintain a file of cumulative folders and case studies for pupils who move from the cooperative area.
   f. Keep the cooperating districts informed on the current enrollment and financial status of the program.
   g. Submit periodic follow-up reports on graduates.
3. Consultative or staff responsibilities
   a. Locate teachers; interview and make recommendations regarding employment; and supervise.
   b. Assist in the development of curriculum and in grouping and placement of children; evaluate effectiveness of instructional program and growth of pupils; help conduct follow-up study of pupils graduating or becoming too old for program.
   c. Advise regarding housing, supplies, and equipment.

d. Determine the need for new types of programs and services and additional personnel.

The responsibilities of the school psychologist include:

1. Give individual psychological evaluations, and complete the guidance forms in the case study for children referred to the programs.
2. Administer individual intelligence tests to children enrolled in the cooperative programs.
3. Counsel with teachers and principals on children's behavior and emotional difficulties.
4. Work with parent study groups and community agencies.
5. Serve as a member of the admission and dismissal committee for the programs and as ex-officio member of the steering committee.

Financial Arrangements

Interdistrict agreements provide that the district of residence will pay for the difference between the actual cost of the program and the total state reimbursement received by the district operating the program. Under this arrangement, some programs are able to receive sufficient state reimbursement to cover the entire cost of the program without charging the district of residence. For other programs that are more expensive, however, there is an additional charge to the district of residence.

The director and school psychologists are employed by one district, but the cost is prorated on an average daily attendance basis. The prorated cost becomes part of the operating budget of each program.

The district operating the program furnishes the building space and equipment as their contribution to the program with no attempt to recover any of this cost from the district of residence. Two of the seven districts, however, have been eligible for special assistance from the state school building program, whereby the state furnishes the money for the building and equipment, and the district reimburses the state for half the cost over a period of years.

Procedure for Admission and Dismissal of Pupils

The parents of a handicapped child must first apply for admission to the district of residence. This district must determine whether the child is a suitable referral to the program concerned. If the child appears to be eligible, the parents are asked to visit the program and make written

application. A case study is then initiated which includes previous medical, educational, and psychological records, a current medical report including recommendations by the school doctor, developmental history as obtained from the parents, and a current psychological study.

After the study is completed, the director admits the child unless in his judgment it is a questionable case. In this event action is taken by the admission and dismissal committee. This committee consists of the southwest director as chairman, the principal of the special program concerned, and a representative from the district of residence. The committee may invite advisory personnel such as psychologists, teachers, nurses, doctors, etc. to attend the meeting and present information on the case to help the committee in making its decision. When the administration of a particular program believes that a child should be dismissed or transferred, a report to that effect along with a recent medical and psychological report is sent to the director for action; or if in his judgment it is a questionable case, action is taken by the admission and dismissal committee for the program concerned.

Evaluation of Policies

There have been many significant changes in the cooperative program over the years which may be of interest to those who are beginning such programs. During the first few years the superintendents did not meet regularly as a group. They individually approved changes recommended to them by the steering committee. This was changed, however, when it became evident that the superintendents acting as a group must consider and decide upon interdistrict matters. Originally the steering committee was composed of a lay member and a professional member from each district. After several years of operation, however, it was felt that lay representation on the committee was no longer needed, and the composition of the committee was changed to include only one professional representative from each district. To continue the public relations aspect with the community, especially P.T.A. units, the southwest director was asked to meet three or four times yearly with representatives from such groups in order to keep them informed and to secure their suggestions.

The admission and dismissal committee was for several years composed of personnel appointed by the superintendent of the district operating a particular program. This plan provided a separate committee for each program. Later, a change was made to a single admission and dismissal committee for all programs. This committee was com-

posed of one professional person from each district, plus the director and the school psychologist concerned. This method, however, did not prove satisfactory, and the former method of separate committees for each program was resumed. The principal objection to a single committee plan came from the personnel working directly with the children who believed that they should be in on the admission and dismissal of children for the program in which they were working since they had first-hand information on the cases.

During the first few years of the operation of the program, all admissions and dismissals were decided upon by an admission and dismissal committee. As the years progressed, however, there was too much time being spent by district personnel on this process, and the director was authorized to admit and dismiss children unless in his opinion it was a questionable case. The director now acts for the committee on the more clearly defined cases.

There have been several changes in the method of providing psychological services for the cooperative programs. For the first five years, each district operating a program provided psychological services for the program housed in that district, and screening testing was done by the psychologist in the district of residence. A school psychologist is now employed to work with the cooperative programs under the supervision of the director. Reasons for this change in the method of providing psychological services were:

1. The district psychologists had very heavy schedules and had difficulty providing the needed time to the cooperative program in their district.
2. In some cases, the local psychologists were not sufficiently experienced to test adequately the more difficult cases, such as the cerebral palsied, the deaf, the blind, etc. One psychologist working exclusively with the cooperative programs can specialize in testing such children.
3. When the local district psychologist did the screening testing, the follow-up work after a child was admitted into a program was usually done by a different psychologist in the district operating the program.
4. Duplication of costs for expensive test materials was avoided under the new plan.

Recently there has been a change to make it permissive for the district of residence to do the psychological study on new referrals or have it done by the psychologist employed by the southwest cooperative program. Also, in one district the district psychologists now work with the cooperative programs in that district.

ORANGE COUNTY

WARREN O. MENDENHALL

Orange County, bordering metropolitan Los Angeles, has grown in ten years from a predominantly rural agricultural community with less than 42,000 students to an urban area of 200,000 in 1961. Providing school facilities for regular classes in such a situation has been a task in itself. Without the broad cooperative aspects of California legislation for special education, the development of such educational programs would have been very difficult.

Patterns for cooperative effort were developed early in the rural setting when teachers for the education of the homebound and hospitalized were provided to all districts by the county superintendent under provisions of state law. In 1939, the county-seat school district of Santa Ana established classes for cerebral palsied children from the entire county and in 1952, with funds provided jointly by the district, the county, and the state, built a well equipped school to meet the growing needs in this area. This same centrally located district acceded to the request of interested parents and set up classes for the deaf and hard of hearing in 1948.

Another major step for the education of the handicapped was the 1947 legislation providing methods and incentives for educating the mentally retarded. Again, this legislation offered methods whereby the county superintendent of schools might cooperate in providing this service. In Orange County, the county superintendent established this program for all the districts of the county, his program being discontinued in 1961 after the individual districts had taken over the program with more than one hundred such locally administered classes.

Needs, greatly accentuated by growth, became so great that in 1956 the administrators of the local school districts were invited by the county superintendent to survey the county-wide needs in special education and form a committee to develop long range plans. This resulted immediately in the establishment of additional classes for the visually and aurally handicapped and the construction of a second school for orthopedically handicapped. All of these programs, although established and administered by individual districts, are open to students from surrounding districts so that the entire county is covered. In 1960, the county committee was augmented to include secondary as well as elementary representation, and a coordinator of education of the physically handicapped was employed to work under the supervision of the county superintendent of schools.

The present status of the voluntary cooperative program shows:

- Two schools for orthopedically handicapped enrolling some 175 children. A third unit is on the drawing board.
- Twelve classes for visually handicapped enrolling approximately 100 children.
- Twenty-three classes for aurally handicapped with some 185 children.

The county superintendent of schools administers a program for severely retarded children for the entire county with nearly 200 children enrolled.

A county-wide coordinated transportation system is provided for most of the children enrolled in the cooperative classes.

All of these cooperatively operated classes are financed by basic state apportionments and state apportionments to help meet excess costs. Such state funds are collected by the district of attendance. Costs of the various programs over and above these apportionments are met by tuition payments from the districts of residence.

As local districts increase in size, it is obvious that the future will see the development of special education programs in and solely for local districts. The impetus and initial growth of these programs, however, has been due to the opportunity to cooperate, and such cooperative arrangements will be the strength of the program in several areas for a considerable period of time in the future.

BOARDS OF COOPERATIVE EDUCATIONAL SERVICES IN NEW YORK

FRANCIS E. GRIFFIN
HARRY W. LANGWORTHY

Legislation of 1948 permitted boards of education members and school district trustees from the school districts of a supervisory district to establish boards of cooperative educational services "for the purpose of carrying out a program of shared educational services in the schools of the supervisory district and for providing instruction in such special subjects as the Commissioner may approve." Many small schools could

not practically provide services needed by a small percentage of the children in the manner possible in larger, wealthier districts.

Organization

The supervisory district, New York State's intermediate district organization, is composed of one or more towns. It may comprise a whole county or parts of two or more counties. Recent legislative changes make it possible for cities with populations as large as 125,000 to be component districts. The smallest supervisory district enrolls somewhat fewer than 2,000 pupils in its schools, the larger ones approximately 65,000 pupils.

The board of cooperative educational services is a five-member board elected by the boards of education members and the school district trustees and is a separate entity from the school districts' boards. It furnishes, upon request, shared educational services to schools of its own area and may furnish services to neighboring cooperative educational services boards for schools in its area. The district superintendent of schools is the executive officer.

The cooperative board has had a rapid growth. Only three of the state's 78 supervisory districts do not have cooperative boards. Services have been provided in fields of supervision, pupil personnel, special education, practical arts, vocational education and counseling. Most services are provided by itinerant teachers; others are provided by bringing pupils together—for example, for classes for the retarded or for vocational trade education.

Services must be approved by the Commissioner of Education. Approval depends on recognized standards, classroom teaching loads, and other measures of adequacy. One school is not permitted to use the major portion of a shared person's time with only a token service available to another. Schools of sufficient enrollment to employ their own staff usually are not permitted to share. If they do, they may not receive state aid. Some shared services that supplement locally employed full-time teachers are approved for state aid.

This legislation creating the board of cooperative educational services provided a new source of financial support from the state for shared programs. The support is calculated on the costs incurred by each participating school district. Those districts with higher tax rates receive a higher proportion of state aid, reaching as much as 80 percent in some cases.

When a vacancy occurs in the office of district superintendent and the

commissioner approves a continuance, the cooperative board elects a successor. The board may employ other administrative and supervisory personnel for his staff. It may also rent office and classroom space and provide pupil transportation to programs it maintains. These administrative expenses are charged to the local districts on a valuation basis. The state pays ten percent of the total of approved expenditures for both shared services and administrative expense.

Service

In the 1962-63 school year, 1,796 teachers, supervisors, and other professional personnel were employed. Included were guidance counselors, elementary supervisors, psychologists, school nurse and dental hygiene teachers, vocational trade or technical education teachers, and teachers of special programs for handicapped and gifted children. Also, art, driver education, home economics, industrial arts, music and physical education programs were provided. Individual boards' programs varied from as few as three in one rural area to as many as 96 in another. Thirty-three different areas of service were covered.

The board of cooperative educational services effectively serves the needs of exceptional children, especially in districts having small numbers of severely mentally handicapped or gifted pupils. Some boards, in providing such programs for their own schools, are able to serve neighboring boards for a broader area cooperative venture. In one case, a board operates 20 classes for mentally retarded youths. Forty-seven cooperative boards provided 219 classes in 1962-63.

In one rural county a cooperative board maintains six classes for mentally handicapped children for three districts—two classes in one center and one at another. Three classes are operated in a third center by the cooperative board for three other districts.

In another county a cooperative board provides two classes for severely mentally retarded pupils from its own schools and for those from a city of 18,000. In the same county one class cares for the remaining children of the supervisory district. This board serves 16 central school districts ranging in size from 575 to 2,570 pupils, from kindergarten through grade 12.

Two suburban cooperative boards each operate several classes for severely mentally retarded children, formerly operated by the local Association for the Help of Retarded Children. Children come to these centers from an area much larger than the supervisory district; they come from schools in several supervisory districts and independent vil-

lage and small city districts. Each board cares for 80 to 90 children in rented elementary schools previously vacant. No school district served has enough children to warrant a class on its own.

Cooperative boards also serve the low incidence needs of blind and partially seeing children and youths afflicted with cerebral palsy. Eleven teachers serve youths with vision difficulties. Two boards operate six programs for cerebral palsy victims. Local and state planning resulted in the operation of several classes for emotionally disturbed pupils starting September 1961. Nearly all of the 75 boards provided programs for pupils with speech difficulties.

A number of boards provide programs for highly talented pupils. Seminars exploring advanced areas of knowledge are available from several boards. Programs of this type numbered 19 in 1962-63. An equal number of boards expect to provide special classroom shared teaching for talented youth in advanced areas of English, science, mathematics, and modern foreign languages. This type of venture will involve high schools of modest enrollment, certainly much below Dr. Conant's minimum standard for adequacy.

One board conducts two seminar programs for college-bound high school seniors. In each case the board makes use of personnel and facilities of an institution of higher education. These seminar programs, designed to be provocative and broadening in helping the pupils to more readily bridge the gap between high school and college, are offered in the fields of English, mathematics, and sciences at both centers. One center runs a seminar in psychology; the other center offers one in social studies.

A similar offering serves schools of two neighboring cooperative boards at a central New York State college in a rural area. Students from 25 high schools participate. They meet biweekly at the college. Each pupil participates in four different seminars during the year.

A rural county served by one cooperative board contains 12 operating school districts, nine maintaining schools ranging in size from 230 to 1,880 pupils, from kindergarten through grade 12. Seven have less than 650 pupils in total enrollment. The program rendered by this board is an example of what may be done. Fifteen shared teachers in agriculture, art, driver education, industrial arts, music, physical education, library, and industrial cooperative training are provided. Ten persons serve as dental hygiene teachers, nurse teachers, guidance counselors, and psychologists, and three classes for mentally retarded children are provided. Two speech correctionists, a half-time assistant to the superintendent, two elementary supervisors, and a coordinator of audio-visual

services are employed for a total of 34 shared professional persons. Future plans envision vocational trade programs, probably at two centers. This pattern of diversity of program, varying according to local need and size of schools, would be typical of the growth of the boards of cooperative educational services in sparsely populated or even more densely populated supervisory districts.

4

A Special District and a Multicounty Unit Plan

SPECIAL DISTRICT FOR THE EDUCATION AND TRAINING OF HANDICAPPED CHILDREN OF ST. LOUIS COUNTY, MISSOURI

MORVIN A. WIRTZ

The Special District for the Education and Training of Handicapped Children of St. Louis County, Missouri, was created as a result of the necessity of providing a comprehensive educational program for all handicapped children in the county. The 29 superintendents of various county school districts which were in existence in 1957 recommended the establishment of a special school district which would include all of the county and overlap every other school district and which would have as its sole purpose the provision of special education. Consequently, enabling legislation was passed by the Missouri legislature in 1957, outlining the duties and responsibilities of such a district—Section 165. 740 to Section 165. 780 of the 1957 School Laws of Missouri.

The special district was actually created by a vote of the people of St. Louis County in December, 1957, as outlined in the authorization. At the same time that this special district was created, a board of education was elected. One board member was elected from each of six areas, or regions, which are roughly equal in size and population. Subsequently, all the members of the board of education have been reelected. The board of education has the same prerogatives and responsibilities as any other six-member board in Missouri.

The district was given the power of setting a tax rate which can be levied without voter approval. Generally, in Missouri, the rate which a board may levy without voter approval is $1.00 on each $100 of assessed valuation; however, the district figure was set at ten cents for each $100 of assessed valuation. This rate was deemed adequate because

the assessed valuation of the special district is a total of the assessed valuation of all the other school districts in the county. The superintendents had recommended to the legislature that the rate be set at fifteen cents and that speech correction be kept as a part of the responsibility of the local districts. However, when the bill was passed by the legislature, the ten cent rate was established, and speech correction was assigned to the special district. As a result, the special district has approximately one-third more program and one-third less income than was envisioned originally.

In April, 1960, supplementary funds were approved by the voters to finance a building program which will enable the district to provide specialized facilities for trainable mentally retarded children and other groups of children who cannot, for one reason or another, function in the local public schools. The voters approved, by a 72 percent majority, a five and one-half cent building tax for $100 assessed valuation. This special tax can be levied for a three year period. At any time that the district needs additional funds, for either building or operation, over and above the ten cent levy, the proposition must be taken to the voters of St. Louis County for approval within the framework of existing Missouri school laws.

Organization of the Special District

A review of the organization chart (see Figure 2) indicates that the administrative organization of the special district is not dissimilar to other school districts with the exception that the titles of personnel in the instructional area reflect the specialized nature of the district. The board of education is, of course, the policy making body which has the legal responsibility for the district. The board employs a superintendent who has overall administrative responsibility for the district and in addition an associate superintendent who has direct responsibility for the contractual, legal, and financial obligations of the district. In order to implement the various phases of the special education program, coordinators have been employed who are responsible for specific facets of the program. One coordinator is in charge of the program for the mentally retarded children and has four consultants to assist the classroom teachers. Two consultants work with the educable mentally retarded. One works on job placement, and the other with the trainable mentally retarded. Another coordinator is in charge of the programs for children who are orthopedically handicapped and children who are visually handicapped. Another coordinator is in charge of speech and

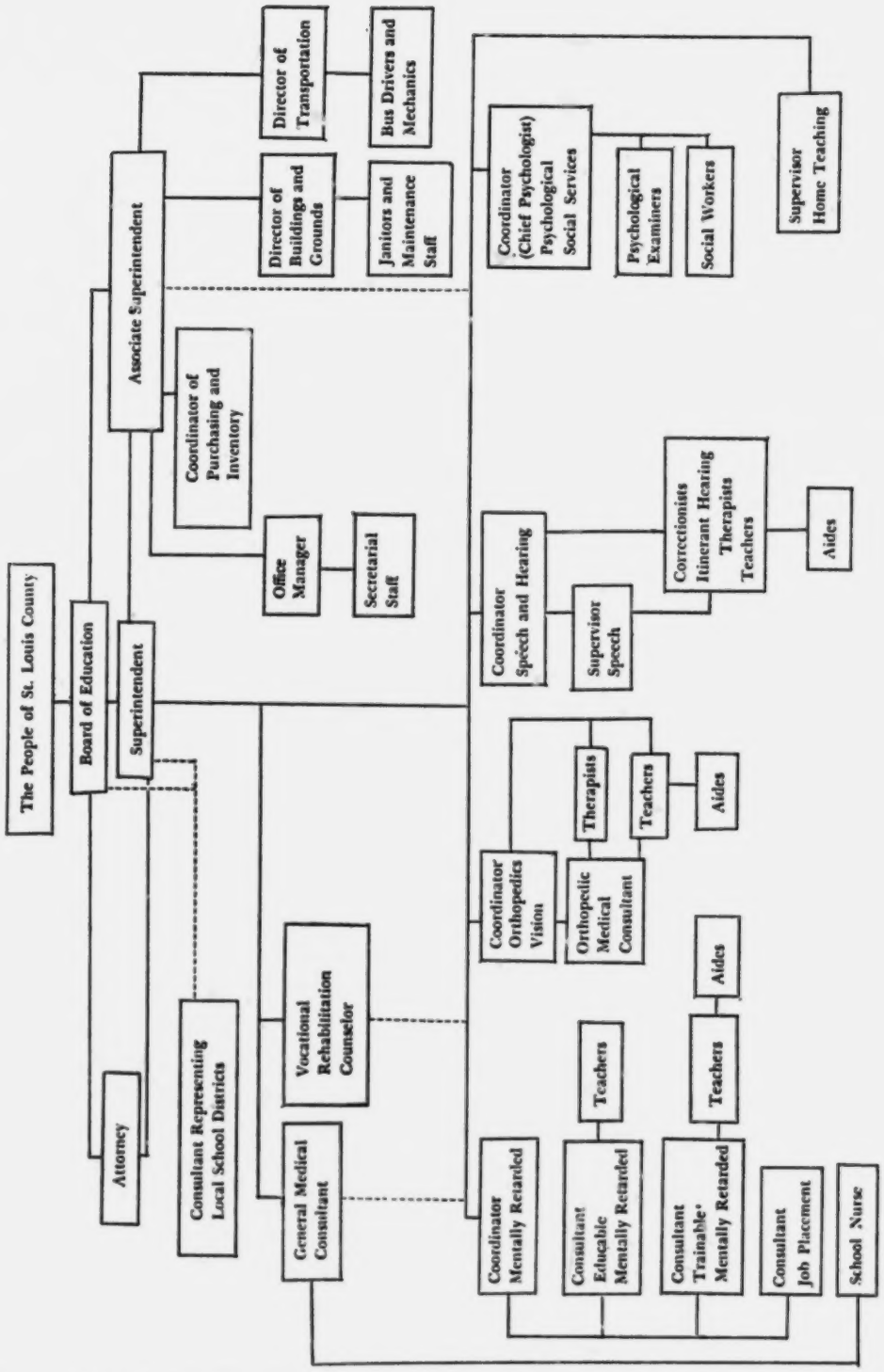

FIGURE 2. *Administrative Organization of the St. Louis County Special District.*

hearing, and in addition this person has one supervisor who has the responsibility of working with speech correctionists.

The district employs a number of people who come under the general heading of "psychological and social services." This area of work is directed by the chief psychologist, who has a number of school psychological examiners and social workers under his direction. The specialists provide the coordinators and teachers with the basic psychological and social information necessary to make the proper placement of children in classes and to maintain contacts with other social agencies in the greater St. Louis area.

There are several other people employed by the district who do special jobs which cut across all areas. One of these is the supervisor of the home teaching program, who is responsible for the selection of teachers and the direction of the home teaching program. A general medical consultant is responsible for the school health program established by the district and the supervision of the school nursing service. This medical service is in addition to the orthopedic consultant, who works specifically with the coordinator of the program for the orthopedically handicapped and who is responsible for the supervision and direction of the therapy program for these children.

The State Division of Vocational Rehabilitation has assigned a counselor to the district to assist in planning training for all types of handicapped children and to arrange for job placement where this seems indicated or for additional postschool training if an individual handicapped child is qualified.

The board has also employed a coordinator of purchasing and inventory; a director of buildings and grounds, who is responsible for the maintenance of the physical property belonging to the special district; and a director of transportation, who is in charge of the total transportation operation. The office force is under the direction of an office manager who also is the head bookkeeper. Each of these persons in charge of a section of the noninstructional part of the district reports directly to the associate superintendent.

Payment for Classroom Space

The board has approved the basic philosophy that as much of the program of special education as possible must take place in regular public schools. This philosophy recognizes, however, that because of physical or mental limitations, some children cannot be absorbed in local public school operation. The district must, by law, pay for the cost of instruc-

tion of handicapped children. This can be interpreted to include payment for classroom space. Therefore, by agreement with the local school districts, the special district pays $1,000 a year rent for each classroom used by the special district to provide the program for educable mentally retarded children. This payment is intended to cover the cost of heat, utilities, janitor, use of the cafeteria, service of the school nurse, and the time spent by the building principal on this program. In addition, the special district gives the local districts in which junior and senior high school classes for the educable mentally retarded are integrated the flat grant of $75 per child, which the special district receives as part of its state reimbursement. Other facilities which the special district uses for its program for orthopedically handicapped, deaf, blind, and partially seeing are paid for on a similar basis but are negotiated contracts which, in most cases, exceed $1,000 a year payment.

Transportation

It is the general policy of the special district to provide school bus transportation for all the children living more than one mile from school. From a practical point of view, however, all physically handicapped children are transported no matter where they live. Educable mentally retarded children are transported if they live less than one mile from school only by specific authorization from the superintendent.

At the present time, the special district operates a fleet of 45 buses and carries on its own maintenance service program under the direction of the director of transportation. This fleet of buses is running 4,500 miles a day. In addition, the district contracts for approximately 2,000 miles a day additional transportation for educable mentally retarded children who ride the local district buses. Because of the size of St. Louis County, approximately 500 square miles, the transporting of children is one of the special district's major problems. It is the second largest budgetary item and demands a larger proportion of administrative time than would be found in a small, compact district.

Building Plans

The special district is now completing construction of the third of three specialized buildings. The decision to construct such buildings was made after population trend studies and an examination of available building space in various parts of the county were completed. Very few school buildings in St. Louis County lend themselves to housing orthopedically handicapped children because of steps and the outdoor ter-

rain. In many cases where such a class would be feasible, there is not sufficient space available. Generally, these are the new buildings in growing areas which are pressed for space to house nonhandicapped children. The buildings which are being constructed by the special district are extremely specialized in nature and reflect national, state, and local thinking about such facilities. Basically, the buildings will have one wing for trainable mentally retarded and another wing for those orthopedically handicapped who need specialized facilities and other groups of children for whom public school integration is not a major factor in their education. Included in this latter group is a third or middle track made up of the top level of the trainable group and the bottom level of the educable group at the adolescent age. The program for this group of children will center around job training for sheltered employment, either in a highly supervised situation or in a sheltered workshop. The high school program for the educable mentally retarded is thus freed of those children who do not have the social skills necessary to make integration successful. This plan has been tried on a pilot basis since the fall of 1961. The evidence accumulated over the past five years of operation, however, indicates that it will be a satisfactory solution to this problem.

Extent of Services

At the time the district was created, approximately 20 percent of the handicapped children were receiving service, the bulk of this service being in the area of speech correction and classes for the educable mentally retarded. During the 1962-1963 school year, approximately 92 percent of the handicapped children in St. Louis County received service. Lack of classroom space and/or referrals by the local districts prevented the percentage of service being higher. During the year, the special district gave service to approximately 8,000 school children either on a direct or indirect basis.

Because of the unique administrative structure of the special district, it is imperative that cooperation between the special district and the existing 26 local school districts of St. Louis County be kept at a high level. A constant effort is being made to improve the communication between the local superintendents, their principals, and the special district so that the number of handicapped children serviced can come as close to 100 percent as possible. The quality of the program is also under constant scrutiny. Research, experimentation, and evaluation is a part of the philosophy of the administrative staff, and every effort is

made to involve teachers in projects which would improve not only the quality of their own teaching but which would contribute new knowledge to the total field of special education.

IOWA: MULTICOUNTY UNIT PLAN

DREXEL D. LANGE

The boards of education of Cerro Gordo, Floyd, Mitchell, and Worth counties adopted provisions for operating a joint special education program on October 28, 1958. The governing body for the program for these counties is a joint board consisting of the boards of education of each of the counties. This board is the policy making body for the program.

The costs of operating the special education program are prorated among the counties in proportion to the average daily attendance of the school year in which the program operated for the public schools to which the services of the program have been offered. This prorating is accomplished at the close of each school year of operation and prior to the end of the calendar year, provided that state reimbursement, if due, has been received.

Responsibility for administrative details is delegated by the joint board to a representative council called the North Iowa Special Education Council, members of which are the chairman of each county board of education, or his designated representative from the board, and the four county superintendents. Only the representative member of each county board of education has the right to vote. The responsibilities of the council are:

1. To make recommendations for policy changes to the joint board.
2. To recommend personnel for employment for positions authorized by the joint board. Personnel employed shall enter into contracts of employment with one of the member county boards of education, as designated by the joint board, and at salary terms recommended by the council.
3. To care for administrative details and to attend to such other matters as the joint board may direct.

An executive group consisting of the four county superintendents has the responsibility for making tentative decisions in matters pertaining to the operation of the four-county special education program, but such decisions are subject to confirmation by the council.

The line of authority for this organization, unless otherwise specifically authorized by the joint board, is from the joint board to the council, to the executive group, to the special education supervisor, to the special education employees.

Special Education Supervisor

The special education supervisor serves as a specialist in his area to:

1. Supervise and coordinate the efforts of all special education staff personnel employed for the program.
2. Assist in the organization of classes in special education when requested and authorized by a local board of education or by a county board of education, but the organization of such classes is coordinated by the supervisor to avoid unnecessary duplication of services for a given area.
3. Give leadership and technical supervision in curriculum development, guidance in instructional methods and procedures, and assistance in the selection of teaching aids and equipment for the special education classes of the four-county area and for the individual programs in special education in the area. These efforts are coordinated with the appropriate local and county educational personnel.
4. Give direction and supervision to the program, as directed by the board, the council, and the executive group so as to meet regulations and approval standards for reimbursement as set up by the Division of Special Education, State Department of Public Instruction.

The supervisor gives proper recognition to the need for utilizing the advisory services of the Division of Special Education, State Department of Public Instruction, but final authority for the administration and control of the program shall rest with the joint board and the council.

The supervisor in his relationship to the executive group and to the council has the responsibility to:

1. Submit periodic reports as requested by these bodies.
2. Submit for approval when requested all claims and contracts entered into with the State Department, Division of Special Education, for reimbursement of group programs.
3. Submit for approval when requested (a) a listing of duties and responsibilities of special education personnel employed in the program and (b) a statement of operating procedures governing the work of the staff and the operation of the program.
4. Make recommendations to the executive group, council, or joint board for action to bring about the general improvement of the program.

5. Meet with and advise the executive group, the council, or the board as requested.
6. Assist the council in making recommendations for employment of personnel for the program.

Resource Materials

Cooperative special education program policies, Whittier area school districts (office: 215 West Hadley Street, Room 20, Whittier, California).

Design for the education of exceptional children. A Tacoma-Pierce County Cooperative Study, 1958 (office: Central School, eighth floor, Tacoma, Washington).

Effective intermediate units, a guide for development. Washington, D. C.: Department of Rural Education, National Education Association, 1955.

Effective intermediate units in Iowa. Des Moines: Iowa Department of Public Instruction, 1960.

Graham, R. Joint agreements. *Educational Press Bulletin,* February, 1959, 50, 3-9 (published by Superintendent of Public Instruction, Springfield, Illinois).

Handbook of operation. The Special District for Education and Training of Handicapped Children of St. Louis County, Missouri (office: 2533 South Brentwood Boulevard, Brentwood, Missouri).

Mackie, Romaine P., and Robbins, Patricia P. Exceptional children and youth: a chart book of special education enrollments in public day schools of the United States. *U.S. Office of Education Bulletin,* OE-35019, Washington, D. C.: Government Printing Office, 1961.

Mackie, Romaine P., Williams, Harold M., and Hunter, Patricia P. Statistics of special education for exceptional children and youth, 1957-58. *U.S. Office of Education Bulletin,* OE-35048-58, Washington, D. C.: Government Printing Office, 1963.

McCarty, H. R., and Hartsell, H. C. *The cooperative approach to audio-visual programs.* Washington, D. C.: Department of Audio-Visual Instruction and Department of Rural Education, National Education Association, 1959.

Rhodes, A. E. *Better education through effective intermediate units.* Washington, D. C.: Department of Rural Education, National Education Association, 1963.

Sharing educational services. Catskill Area Project for Small School Design (headquarters: 215 Home Economics Building, State University College of Education, Oneonta, New York).

Special education for the handicapped—handbook. Southwest School Districts Cooperative Special Education Program (office: 11718 South Cherry Avenue, Inglewood, California).